GOVERNMENT OF SWAZILAND

A STATEMENT OF DEVELOPMENT POLICIES AND PROGRAMMES

1973 - 1977

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INTRODUCTORY NOTE

This statement summarises the policies and programmes which Government proposes to implement over the period of the Second Development Plan, 1973 - 1977. The Plan will contain a fuller exposition of these policies and programmes; it will, in particular, include a detailed account of the public investment programme to be executed within the Plan period.

This statement has been prepared in advance of the Plan document partly to assist the United Nations Development Programme in evaluating the three year programme of technical assistance requirements which the Government of Swaziland will shortly submit for its consideration. The statement therefore pays particular attention to the manpower and training requirements of the Second Development Plan.

It is hoped that bilateral donors will also find the statement helpful and will be encouraged, not only to continue, but also to enlarge their generous assistance to the development of Swaziland.

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A SUMMARY OF PRESENT ECONOMIC AND SOCIAL CONDITIONS

Swaziland is a land-locked country which lies between the borders of Mozambique and the Republic of South Africa. The present population is probably about 460 to 470 thousand of which some 435 thousand are at present resident in the country. The country has varied topographical and climatic conditions, is well watered, and is capable of producing a range of temperate and semi-tropical products. It is also endowed with several mineral resources.

The Kingdom of Swaziland became an independent state in 1968. The constitution established a parliamentary system of government with the King as Head of State. The first post-independence elections were held in May 1972 when the present Government was returned to office. Side by side with the system of elective government, there is the customary government of the Swazi Nation, which comprises all people of Swazi birth. The land of the Swazi Nation, which accounts for about 56 per cent of the total land area, is communal; and its use is governed by the King and chiefs in accordance with customary rights.

The present economic structure of Swaziland is strongly dualistic. A well-developed modern sector, dominated by foreign enterprises, accounts for the greater part of total commodity production. This sector is heavily export-oriented, and its exports amount to close to 80 per cent of gross domestic product. The sector provides wage employment for about 35 to 40 per cent of the labour force. Coexisting with the modern sector is the subsistence economy of the rural areas which supports some 60 to 70 per cent of the population at extremely low levels of productivity.

The table below shows the contribution of the different branches of production to total domestic output of goods and services.

Gross Domestic Product by Industrial Origin, 1968/69

	million rand	percentage distribution
Agriculture & forestry	13,2	25
of which traditional sector	6,5	12
Mining & construction	9,2	17
Manufacturing	8,4	16
Electricity & water	1,0	2
Distribution	5,3	10
Transport & communications	4,7	9
Finance	1,2	2
Community & social services	8,0	15
Ownership of dwellings	2,6	5
Gross domestic product	53,6	100

Source: Central Statistical Office

Mining, agriculture and forestry are the principal activities of the modern sector. Tourism, though still small, is a recent addition. In mining, the extraction of asbestos and iron ore for export form the two main industries. In agriculture, estate production of sugar cane is the major industry, and raw sugar is the leading export of Swaziland. Several other agricultural commodities - principally citrus fruits, cotton, rice, pineapples, vegetables, and beef - are also produced for export. Forestry plantations are almost equally as important as the sugar estates in providing exports, mainly wood pulp.

In recent years, small numbers of Swazi farmers have begun to participate in commercial farming. Some are smallholders established on a settlement scheme where they cultivate sugar cane as outgrowers for a major sugar estate; but most are subsistence farmers who have been encouraged to add the production of a commercial crop to their traditional pattern of cultivation. Most Swazi farming, however, is still oriented towards subsistence.

Swaziland is, as yet, comparatively unindustrialised. Though the share of manufacturing industry in gross

domestic product amounts to about 16 per cent, the three mills processing sugar cane and wood pulp account for the bulk of industrial production. Leaving aside these mills, the share of manufacturing industry in gross domestic product falls to about 3 per cent.

The expansion of employment opportunities is a key problem facing the economy of Swaziland. The rate of growth of population is very high, being in excess of 3 per cent per annum. There are prospects for the further growth of commercial agriculture, forestry and mining, and the development of new manufacturing industries is being vigorously pursued. It is evident, however, that the modern sector can only be expected to absorb a minor proportion of the new entrants to the labour force. The larger number of the young people reaching working age will have to find self-employment in subsistence agriculture or in allied rural activities.

Excess labour supply is accompanied by an acute shortage of highly trained manpower; and this constitutes a major constraint on the pace of development. A very rapid expansion of the school system has taken place over the last decade, and the young people emerging from secondary schools are now sufficient in numbers to meet overall requirements for high-level and middle-level manpower. However, largely owing to deficiencies in the educational system, far too few qualify for further education and training in the scientific and technical fields.

For the majority of the population, health, nutritional and housing standards are low. At the last population census, the average life expectancy was estimated at 45 years. Diseases borne by water or arising from insanitary conditions are the principal causes of sickness and premature death.

The resources available to Government for financing recurrent and development expenditure have increased appreciably in recent years. Together with Botswana,

Lesotho and South Africa, Swaziland forms a part of a common customs area; and under the Customs Agreement renegotiated in 1968, Swaziland received a substantially increased share of the common revenue derived from customs, excise and sales duties. The increased revenue from the common pool, aided by growing revenue from income taxes, enabled Swaziland to dispense with budgetary aid in 1969; and in 1970/71, it became possible, for the first time, to finance part of the capital budget from domestic revenue. However, the much improved financial position arose partly from changes of once-for-all character, and there is a recognised need to strengthen and develop financial institutions and measures in order to increase the mobilisation of domestic savings. The volume of capital aid received by Swaziland has been increasing in recent years as the substantial flow of aid from the United Kingdom has been supplemented by aid from several other donors.

As a member of the rand currency area, Swaziland is not directly concerned with the management of its money supply or foreign exchange reserves, though it does operate its own exchange control and import licensing regulations. No major balance of payments difficulties have been experienced. Because its exports are sold mostly in Europe, the United States and Japan, Swaziland is, in fact, a net earner of foreign exchange for the rand area.

THE AIMS OF DEVELOPMENT POLICY

The broad purposes of development policy in Swaziland are: first, to promote the widespread participation of the Swazi people in development in order to improve the general level of living and quality of life; and secondly, to achieve a greater measure of independent control over the economic affairs of the nation. The policies and programmes to be pursued in fulfillment of these broad purposes, have the following aims:

i) to promote the progressive transformation of traditional agriculture from subsistence to semi-commercial and commercial farming, both to create more opportunities for gainful employment and to raise incomes in the rural areas.

ii) to increase employment opportunities as rapidly as possible both through emphasis on rural development and through measures to expand wage employment and self-employment in the modern sector.

iii) to improve the relevance and usefulness of educational and training programmes for life and work in the rural areas, among both adults and children.

iv) to educate and train sufficient numbers of young people to meet the requirements of an expanding economy for high-level and middle-level manpower and to realise the highest rate of localisation consistent with the maintenance of efficiency.

v) to establish and strengthen the institutions and instruments necessary to a modern and independent Government for the effective guidance and control of the economy.

vi) to provide better housing and health conditions, particularly through aided self-help housing

programmes and improved environmental sanitation, for low-income families in both urban and rural areas.

vii) to promote a balanced and equitable distribution of development among the several regions of the country.

viii) to continue the diversification of external economic relations, both in trade and in aid.

In the following sections, the main problems encountered in the various sectors of the economy, and the policies and programmes to be pursued during the Second Plan period, are briefly described.

RESOURCE MANAGEMENT

Development Planning

Machinery for development planning is comparatively new in Swaziland. The Department of Economic Planning and Statistics was established only some three years ago within the Office of the Prime Minister. Besides the preparation of medium-term plans, the appraisal of projects, and the provision of general economic advice, the Economic Planning Office in the Department undertakes the preparation of the annual capital budget and, in cooperation with the Ministry of Finance, is responsible for seeking out, and administering, foreign financial and technical assistance. The Office includes a Manpower Planning Unit which is responsible for the assessment of skilled manpower and training requirements throughout the economy.

Following the establishment of the Economic Planning Office, efforts have been directed towards the creation of planning units within the major development ministries. Progress to this end has been made in the Ministry of Agriculture, the Ministry of Industry, Mines and Tourism, and the Ministry of Education. Other ministries, however, are still without the needed units.

Government recently established two inter-ministerial committees to assist in the formulation and coordination of development programmes. One is concerned with rural development and the other with the development of manpower resources. There are, in addition, several other committees which deal with programmes within specific sectors or with major projects. The main object in the recent development of planning machinery has been to improve inter-ministerial planning and coordination at the centre. The next step now envisaged is to improve the channels of communication between local communities and the central authorities in order to increase the direct participation of the former in the planning of development.

While the main staff requirements for development planning have been met, there is still need for additional staff to man planning units within particular ministries. Most economists are presently supplied through technical assistance programmes, and in view of the small number of citizens undergoing training in economics, this reliance on external assistance is likely to continue for several years.

Statistical Services

The Central Statistical Office, which is part of the Department of Economic Planning & Statistics, has been rapidly expanded in recent years to provide the basic information necessary for the formulation, and monitoring, of development policies and plans. The Office has now built up the services necessary for the collection of statistics on most of the major economic and social activities. In the last three years, special emphasis has been placed on improving the statistical coverage of imports in view of the fact that, under the renegotiated Customs Agreement, the share of the revenue received by Swaziland from the common customs revenue pool is largely determined by the level of its imports. More recently, however, it has been possible to extend the statistical service to other major areas, including national accounts and social statistics. With assistance from UNDP, an agricultural census and a family budget and consumption survey are underway.

Over the immediate future, priority will be given to the collection of vital statistics, the development of demographic statistics, the consolidation of industrial production surveys, and health statistics.

The staff situation is generally satisfactory. Though heavy reliance has been placed on technical assistance experts, progress is being made in the training and recruitment of nationals as statisticians. A substantial in-service training programme for statistical officers has also been carried out. Technical assistance requirements for staff to man the Office are expected to decline. However, there will be need of assistance for special surveys, including the population census to be completed in 1976.

Financial Policy and Administration

As explained earlier, the budgetary position of Government has improved substantially over the last four years, mainly as a result of renegotiation of the Customs Agreement. The improvement, however, has been exceptional, and the growth of revenue over the next Plan period is likely to be more modest. Financial resources are likely to prove a major constraint on the expansion of development programmes, particularly to meet growing recurrent costs.

In view of the expected budgetary constraint, it will be necessary to seek ways of accelerating the growth in public revenue and of improving efficiency in public expenditure. Several actions towards this end are envisaged.

On the revenue side, it is planned to undertake a general review of the present tax structure in order to assess its suitability in terms of buoyancy of tax receipts, incentives to work and invest, equity, and ease of tax administration. A request for assistance in carrying out this survey has been submitted to the International Monetary Fund. Improvements in tax administration will also be sought, particularly with regard to taxation of companies and self-employed persons. It is hoped to decentralise tax administration staff to Districts in order to improve services.

On the expenditure side, improvements in accounting procedures and operations will be sought. For this purpose, an urgent need is the training of more qualified accounting staff. In the past year, Government has been computerising a significant part of its financial operations; and technical assistance is currently being sought to advise on the future level of electronic data processing and on related organisational and training requirements. As a further step towards more efficient control over the utilisation of financial resources, Government intends to move towards the introduction of programme and performance budgeting over the course of the Plan period.

In addition to the strengthening of budgetary policy, it is the aim of Government to increase the supply of savings available for investment in the domestic economy. At the present time, the main means for the promotion of household savings are savings accounts held with the Swaziland Credit & Savings Bank or the commercial banks. Consideration is therefore being given to the development of other means fro the encouragement of household savings, such as the creation of a national provident fund and the broadening of house mortgage facilities. Other measures will also be studied, not only to promote the growth of savings but also to increase savings retained by financial institutions for reinvestment within the domestic economy.

While the financial services are largely staffed by nationals, technical assistance will continue to be needed to fill senior financial posts as well as to train staff in accountancy and electronic data operations. External assistance in carrying out special studies is also envisaged.

Public Administration

Since Independence, the civil service has undergone appreciable expansion. Several new functions devolved upon Government with the advent of Independence, and at the same time, the scale of developmental activities has been very considerably increased. Over the same period, localisation has proceeded rapidly. Virtually all administrative, secretarial and clerical posts are now filled by nationals, though most professional and technical staff are non-nationals.

While the expansion and localisation of the civil service has been accomplished without major difficulties, there is nevertheless need to strengthen the public administration. The staff policies inherited from the colonial administration are not suitable for development of a new career civil service. The internal organisation and methods of the civil service are in need of constant review to ensure that they meet changing conditions;

And it is evident that many new civil servants are insufficiently trained for the tasks which they are expected to perform.

The Department of Establishments & Training has general responsibility for staff policies within the civil service. It is presently working on schemes of service for different cadres within the civil service in order to strengthen the development of a career service. The Department also includes a Management Services Unit which reviews, and advises on, organisation and methods throughout the public administration.

Attached to the Department is a Staff Training Institute which has responsibility for pre-service and in-service training of civil service. The Institute has so far been concerned mainly with secretarial and clerical training, and its effectiveness has been limited. For the future, Government intends to strengthen the Institute and to integrate its training programmes more closely with the schemes of services for different cadres that are now being formulated. These courses will include in-service training programmes at more advanced levels than now offered.

Staff management services are almost entirely manned by nationals, but technical assistance will continue to be needed for training and lecturing posts.

ECONOMIC SERVICES

Agriculture

Agriculture and related activities dominate Swaziland's economy. More than half the labour force of about 135,000 is engaged in farming activities, primarily for subsistence, with as yet only an embryonic involvement in the production of cash crops. Of those in paid employment, approximately 16,000 - or more than one quarter of the total - are directly engaged in agriculture. With a rapidly growing labour force, agriculture's role in the economy is likely to remain overwhelmingly important.

At present, some 56 per cent of the total land area is held under customary tenure and almost all the remainder comprises individual freehold, much of which is owned by non-residents. The land under customary tenure, termed Swazi Nation Land, is vested in the King(Ngwenyama) in trust for the Swazi Nation. In each Chiefdom arable plots and homestead sites are allocated by Chiefs to each farming family and the remaining land is grazed communally.

In the last decade the pattern of agricultural production in Swaziland has changed dramatically. A portion of the individual freehold land has been raised to a very high level of productivity, principally for production of sugar and citrus under irrigation. Other freehold areas yield large economic and employment benefits under afforestation and commercial ranching.

In this period of rapid development, the Swazi farmer has largely been left behind. Apart from a small percentage of advanced Swazi farmers who produce regularly for the market on a substantial scale, most Swazis sell only incidental surpluses or an occasional beast to meet immediate cash needs. Some progress has been made in increasing Swazi participation in the production of cotton and tobacco, and steps are being taken to introduce improved maize varieties, but general extension efforts have so far made little discernable

impact on the average level of productivity of Swazi farmers. Imports of maize, the staple foodcrop, continue at a high level (15,000 - 20,000 short tons per annum).

Some areas of the country, known as Rural Development Areas, have been physically reorganised under the Land Planning and Development scheme, and conservation measures carried out; but in most cases this has not resulted in a sustained increase in total agricultural output, mainly owing to insufficient followup. The general programme of resettlement, has proceeded slowly.

Livestock play a very important role in Swazi agriculture. In 1971 the total cattle population exceeded 570,000 of which more than four fifths are Swazi owned. In addition, there are more than 250,000 goats and significant numbers of other small stock. Even allowing for present maldistribution of livestock numbers between Swazi Nation Land and the individual freehold areas it is quite clear that the country as s whole is seriously overstocked. Annual offtake has been more or less static and there is widespread evidence of deterioration of grazing and increasing soil erosion. Disease control has reached a very high standard but social attitudes towards cattle are such that very few Swazi farmers raise cattle for commercial purposes.

Government recognises that the process of improvement in subsistence agriculture will be gradual and must be based on a carefully planned programme of sequential changes. In total, such a programme will amount to a transformation, but each component must be a limited adjustment which is both comprehensible and acceptable to the farmers themselves. Efforts to raise the general productivity of subsistence agriculture can only be expected to yield substantial results in the long term. Nevertheless, they are of paramount importance and the small incremental improvements which can be made, will in time, have profound aggregate effects.

The primary aim of agricultural policy is thus to assist subsistence farmers in making the transition from

subsistence activity to semi-commercial and commercial farming. The fulfilment of this aim will involve:-

i) the continued promotion and execution of the programme for consolidation of land holdings, resettlement, and the creation of basic physical infrastructure in rural areas.

ii) strengthening the framework of basic services, particularly agricultural and animal husbandry extension, crop and livestock marketing, cooperatives and research.

iii) increasing the production of key food and cash crops by subsistence farmers for the market (particularly maize, cotton and tobacco) primarily by raising crop yields per acre and by introducing more farmers to cash-farming.

iv) improving animal husbandry practices by the intensification of livestock production using beef and dairy cattle, pigs and poultry, and the integration of these more intensive methods into the Swazi farming system.

v) raising annual offtake from the national herd to 15 per cent by 1978 thereby reducing total livestock numbers towards the country's overall carrying capacity.

These efforts will be designed to operate within the accepted social and institutional framework. New systems of production and patterns of organisation will be tried on a selective basis but, for the most part, changes will be made which fit within the existing tenurial and social systems.

Government recognises that the resources available to achieve these objectives are very limited. Most particularly, the country faces a severe shortage of trained and experienced staff able to execute and manage programmes

of agricultural development. If the effectiveness of these limited resources is not to be dissipated through a diffusion of efforts, they must be concentrated in a small number of programmes with well defined objectives specified in terms both of selected areas and selected commodities. The primary areas for concentration will be the Rural Development Areas as presently defined. The principal commodities to receive attention are maize, cotton and tobacco (which will be designated key crops) and cattle, particularly for the production of beef and hides.

Development activities will thus be programmed in such a way that physical reorganisation and followup (involving research, extension, credit, supplies and marketing) will be concentrated on the Rural Development Areas and on the key commodities so as to achieve maximum impact with the scarce resources available.

The concentration of activities will be supported by the first phase of the land purchase programme. This programme, which envisages the purchase of under-utilised freehold land to be financed by a grant from the United Kingdom, will aim primarily at relieving the shortage of grazing in the RDA's. Where suitable schemes are identified, however, consideration will also be given to enlarging the arable acreage available in these areas since they lie in the zones where the best soils are found. In the case of such arable purchases, specific crop-production targets will be set, and schemes planned accordingly to take account of physical layout, organisation, production, extension services, supplies and marketing arrangements.

The main programmes of activity will be as follows:

(i) Intensified Dryland Mixed-farming

This programme will be heavily focussed on the existing Rural Development Areas (RDA). To the extent that it cannot be executed by increasing the total staff complement it will be carried out by redeploying staff from areas and activities where they are at present not making significant impact.

The present infrastructural activities in the RDA's will be followed up with efforts to increase production. This will be done by setting specific production objectives in terms of the key crops and by providing comprehensive services geared to meeting these objectives. This will involve extension specialists concentrating on the selected crops and backed up by credit services, organised input supplies and marketing. Crop promotion and agricultural cooperative activities will be redirected where necessary so as to give maximum attention to the RDA's.

Farmers' Training Centres, which are conveniently located for the RDA's, will gear their activities to teaching farmers and field staff from these areas improved production methods for the selected crops involved.

The overall effect of this programme will be:-

a) To provide annual family income of not less than R300 per annum for some 12,500 families in the RDA's.

b) To resettle and reorganise a total area of some 500,000 acres (including 215,000 acres of purchased land) thereby providing each family with a consolidated arable holding and an enlarged but controlled grazing area where livestock number will be limited to carrying capacity by means of a joint programme of legislative controls and marketing incentives.

c) To establish in these areas a comprehensive range of complementary agricultural services covering extension, supplies, credit and marketing.

d) To increase total maize production by 100,000 bags per annum (2 bags per acre from 50,000 acres) thereby substantially reducing maize imports; to raise Swazi tobacco production to 1 million lb. per annum in the Southern RDA and cotton production in the Northern and Central RDA's to 3,000 tons annually.

(ii) Animal Production and Marketing

This programme will be initiated in the RDA's but is intended to cover most of the country by the end of the Plan period. The aim is to provide a much-enlarged animal husbandry extension service which will seek to raise the annual average offtake from the national herd to 15 per cent, or approximately 90,000 head per annum, by the end of the Plan period. It will seek to induce, over time, a more commercial attitude towards livestock among subsistence farmers. This will involve steps to achieve a closer integration of livestock raising with crop production as a means of intensifying livestock production.

The programme is based on the view that livestock numbers now substantially exceed the country's long-term carrying capacity but that numbers cannot be reduced simply by a compulsory destocking. Disease control efforts will be sustained at their present high level but additional resources will be concentrated on animal husbandry education and extension aimed at more intensive production. This will be reinforced by the introduction of improved breeds and the development of farm-gate marketing facilities providing fair prices to the initial seller rather than to speculative dealers.

This programme will involve the establishment of a network of livestock salesyards and possibly additional Holding Ground facilities. A system of guaranteed prices based on liveweight and grade will be considered, with the possibility of subsidies to sellers provided either through the guaranteed price or reduced Holding Ground fees.

The gross revenue of an additional offtake of 30,000 head per annum will be in excess of R2 million; this can be realised from the present national herd.

(iii) Intensive Irrigation and Settlement

This will be a subsidiary programme aiming to expand the involvement of small farmers in irrigated agriculture

and their production of commodities, such as cotton and sugar cane, which are at present overwhelmingly dominated by estate producers. The possibility of establishing a third sugar mill will be investigated; a request for technical assistance to carry out a feasibility study has already been submitted to a bilateral donor. Other important crops will be maize and vegetables. Intensive dairy and beef farming, integrated with cropping will be introduced on a pilot scale.

The programme will be directed at a small number of self-contained schemes of varying size and mode of organisation. The schemes will have a high direct employment effect but they are also expensive in terms both of capital and skilled manpower. They will contribute raw materials for processing activities such as sugar milling, canning and cotton textiles, all of which are labour intensive. Among the schemes which will be considered for implementation or expansion, the principal schemes are:

a) Major schemes (over 5000 acres)
- Mapoboni Irrigation Scheme
- Mbuluzi (Ngomane) Scheme

b) Intermediate Schemes (1000-5000 acres)
- Vuvulane
- Malkerns-Mahlanya
- Ngwavuma Basin
- Sifunga
- Qokwane

c) Minor Schemes (under 1000 acres)
- Mkhondo Valley
- Mtilane Valley
- Zakhe
- Sihoya
- Ekuhlamkeni

Other small schemes will occur in each RDA.

Priorities will be decided at an early date. It is unlikely that more than one of the major schemes can be initiated during the next plan period together with several of the smaller schemes.

(iv) Mechanisation

Finally, the possible importance of mechanisation for improving the productivity of subsistence agriculture by increasing available motive power, assisting in the timely completion of farming operations, and as an adjunct to programmes of destocking, will be further investigated during the pilot phase of introduction of the locally-designed 'Tinkhabi' tractor. If this is successful, a much greater emphasis will be given to mechanisation extension in subsequent years.

Staff Requirements

Each of the three major development programmes outlined above has large manpower requirements. Swaziland suffers from a severe shortage of local staff with professional or technical training in agriculture and animal husbandry, and the present staff of the Ministry of Agriculture is heavily supplemented by technical assistance personnel. The University Centre in Swaziland runs courses in agriculture to diploma level, and plans are underway to introduce degree courses in agriculture and diploma courses in animal husbandry, agricultural education and home economics. Over the Plan period, however, execution of the major development programmes will, in the first instance, depend upon additional technical assistance inputs.

For the programme of intensified dryland mixed cropping in the Rural Development Areas, it will be essential to strengthen both the staff engaged in the planning and implementation of land consolidation and resettlement and the staff responsible for the follow-up work of extension, marketing and supplies. Both groups receive substantial technical assistance support from the United Kingdom at present; and for the former group, this will shortly be supplemented by assistance from the United States. More staff, particularly land planning technicians and crop production and marketing specialists, will however, be required.

In the livestock field, the implementation of disease-control measures has absorbed most of the professional and technical staff presently available. The development of extension and marketing services, as envisaged in the livestock production and marketing programme, will only be possible in the next few years if additional technical assistance is forthcoming.

Intensive irrigation and settlement schemes, other than minor schemes, have to be supervised on a full-time basis by professional and technical staff. This programme will require the formation of a team of professional and technical staff for each scheme that is initiated; and these teams cannot be formed from the present staff of the other programmes. Thus, when decisions are reached to carry out the large or intermediate size schemes, additional technical assistance will have to be sought.

Forestry

Forestry provided some 3500 jobs in 1971, over 6 per cent of total paid employment. Exports of wood pulp and other wood products amounted to approximately 23 per cent of exports in 1971.

Over 203,000 acres were afforested at December 1971 of which 82 per cent was under coniferous trees and the remainder under wattle and eucalyptus. Wattle trees are declining in importance, reflecting reduced demand for products made from wattle bark. Additional afforestation is being undertaken, and it is estimated that the total afforested area will be increased to approximately 250,000 acres by the early nineteen-eighties.

There is one pulp mill in Swaziland, with a capacity of 150,000 short tons per annum. Three companies operate sawmills producing a variety of products mainly for the South African market while other smaller sawmills serve the local market or produce mining timber for export to South Africa.

All available forecasts show that Southern Africa will experience a shortage of many forms of timber and wood products towards the end of this decade, which will become progressively more serious towards the end of the century. Owing to the comparative advantage that Swaziland clearly possesses in the production of timber, it is therefore expected that afforestation will continue during the present decade, as areas remain that are unsuitable for agricultural production.

The objectives of Government in the forestry sector are:

i) to exercise control over the forestry sector to ensure that optimum use is made of land, water and existing forestry resources.

ii) in recognition of the employment effect of the industry, to increase the areas of land under afforestation so far as is consistent with the economic use of land and water resources and to promote further processing of wood products within the country.

iii) to investigate methods of increasing national participation in the sector.

To achieve these objectives, Government will undertake a number of programmes.

The recently enacted Control of Tree Planting Act empowers Government to subject tree-planting to licensing in areas to be designated. Implementation of the provisions of the Act is the responsibility of the Ministry of Agriculture, and will necessitate investigation of specific areas to determine optimum land utilisation.

The Government will study the economic feasibility of further afforestation and the establishment or expansion of forest industries. With regard to present forest resources, Government proposes to undertake a detailed study to determine whether present unutilized resources can be put to use.

Consideration will also be given by Government to ways of increasing both public and private participation in the development of the industry. This will include consideration of establishing a forestry commission or other organisational arrangements to operate state forests, and will also include an investigation of the feasibility of introducing forestry into Rural Development Areas by, for example, planting wood lots to provide fencing, building materials and fuel.

Finally, the Government will take measures to protect and develop indigenous forests and will investigate the feasibility of establishing hardwood plantations, other than eucalyptus and wattle, to supply local wood industries.

Government has only one forestry officer recently recruited under technical assistance, and there will be need to seek additional assistance both to implement the Control of Tree Planting Act and to formulate and execute future development programmes.

Industry and Commerce

Gross output of the manufacturing sector in 1969 was estimated at R33.25 million and value added in manufacturing at R8.4 million compared with a Gross Domestic Product of R53.6 million. Employment in 1971 was over 5800, providing over 10 per cent of total paid employment. The commercial sector contributed R4.4 million to GDP in 1969, of which R2.9 million was derived from the retail trade and R1.5 million from the wholesale trade. Employment in the sector was over 2500 in 1971, or about 4 per cent of total paid employment.

The more important and longer established industrial units are those engaged in processing agro-forestry products, which include sugar, wood pulp, timber, meat and citrus, to supply export markets. Other manufacturing activities include cotton ginning, sweet production, packaging, cement grinding, brewing, the assembly of

agricultural machinery and the production of garments. These larger-scale industries are predominantly owned and controlled by foreign enterprises.

Industrial development in Swaziland is still in its infancy. The small size of the domestic market restricts the scope for the establishment of import-substituting industries and this is accentuated by the limited powers of protection under the Southern African Customs Union Agreement. On the other hand, the further development of export-oriented industries is favoured by several factors. These include the diversity of natural resources, duty-free access to markets in southern Africa, trade agreements with other African countries, a well developed transport system, and established public utilities.

A major feature of Government policy is the promotion of greater participation of nationals in industrial and commercial development. The Small Enterprises Promotion Office, a section of the Ministry of Industry, Mines and Tourism, is devoted to the provision of advice, guidance and training to existing and potential small entrepreneurs. The Ministry of Commerce and Cooperatives provides similar services to traders and handicraft producers. The Small Enterprises Development Company (SEDCO), which is an autonomous organisation established as a private limited company, provides those facilities which are needed for small enterprises. These include the provision of working premises, machinery and equipment and joint marketing and joint procurement services. Swazi Craft Ltd., a wholly owned subsidiary of SEDCO, is a private limited company devoted to the promotion and marketing of handicrafts products. This programme to promote small enterprises and handicrafts receives substantial technical assistance support from UN agencies.

The National Industrial Development Corporation of Swaziland (NIDCS) was established in 1971 to spearhead efforts to attract large-scale industries to the country. The Corporation is charged with the responsibility of investigating potential industrial investments, carrying

out pre-feasibility and detailed feasibility studies, and negotiating with investors for the establishment of enterprises. The Corpor tion is empowered to assist with equity or loan financing.

In the commercial sector, a private limited company, Amadoda Distributors Ltd., was established in 1971 by SEDCO and Swazi Commercial Amadoda as a wholesaling group, to intensify competition in the sector and to better the service to retailers.

During the Plan period, increased emphasis will be laid on the promotion of industries with high linkage effects. Efforts will therefore be concentrated on the establishment of agro-industrial enterprises and, in particular, on the processing of tobacco, tea, sugar, citrus fruits, vegetables, cotton, cattle and timber. The recently commenced programme to promote the development of small scale enterprises and handicrafts, will also be continued. Such industries can assist in supplying the limited domestic market, provide scope for training in managerial and technical skills, and, by siting in outlying areas, contribute to Government's policy of minimising the urban drift.

The objectives of Government in the manufacturing and commercial sectors are:-

i) to promote the development of local enterprise and management, both through special assistance to small-scale enterprises and through greater participation by nationals in the ownership and operation of large-scale industries;

ii) to promote the establishment of industries processing local materials;

iii) to attract employment-creating industries to Swaziland, in order to generate additional jobs and incomes.

The following are the main development programmes to be carried out during the plan period:

(i) The development of local enterprise and management

The development programme mounted by the Small Enterprises Promotion Office, in conjuction with the Small Enterprises Development Company, will continue to receive priority in the allocation of technical assistance and capital aid. This programme seeks to develop a domestic entrepreneurial base, which is an essential requirement for long-term industrial development and for increasing the proportion of industrial earnings retained in Swaziland.

Training of local entrepreneurs is recognised by the Government as critical. Courses containing simple management training and instruction on accounting and marketing techniques will be continued by SEPO, and full consideration will be given by Government to providing further additional facilities for the training of local managers and entrepreneurs.

The availability of finance for domestically owned enterprises is widely recognised as a key element of any programme of promotion in this sector. Government will provide funds for projects which are technically feasible and financially viable through SEDCO and the National Industrial Development Corporation of Swaziland(NIDCS). Finance will be extended by NIDCS in the form of a loan or equity participation, while SEDCO will continue to provide financial assistance by the advancement of equipment and materials on a rental purchase basis. Serviced sites on industrial estates are made available by SEDCO and NIDCS.

In large-scale industry, the objective of Government is the progressive localisation of managerial and technical staff at a pace consistent with the maintenance of efficiency. Consultations with the private sector on the formulation and implementation of training and localisation programmes are carried out through the medium of the Training and Localisation Council, on which representatives

of both Government and the private sector sit. It is also proposed to study the benefits of establishing an investment trust to allow increased local private participation in the industrial sector.

(ii) Industries processing local materials

The Ministry of Industry, Mines and Tourism will continue to emphasise the promotion of industries processing local materials, and, in particular, agricultural and forestry products. Owing to the presently inadequate supplies of many agricultural products, it is not anticipated that significant manufacturing activity will be commenced in the early years of the plan period. It is, however, proposed to commission a series of feasibility studies to examine in detail the technical and economic requirements for the establishment of processing industries based on domestic supplies of agricultural products.

The Ministry will also continue to promote the diversification and extension of present industries which partially process raw materials. In particular, the feasibility of establishing sugar by-products industries and of processing minerals will be examined.

(iii) The promotion of employment-creating industries

Foreign capital and enterprise will continue to play a leading role in the growth of the manufacturing sector. The Government recognises the importance of this contribution and, consequently, will continue to encourage the inflow of foreign private investment in order to attract employment-creating industries to Swaziland.

A principal instrument of this policy is the NIDCS, which, having been only very recently established, is presently operating with a small staff and limited financial resources, both of which Government is actively seeking to supplement.

Other components of the programme to attract employment-creating industries include a revision of tax incentives, the provision of serviced sites on industrial estates and the publication of an investment code, which will provide information on labour costs and regulations, taxation, currency regulations, services, guarantees and incentives offered by Government, and other data relevant to investment decisions.

Staff Requirements

There is an extreme shortage of nationals with the managerial, commercial and technical training and experience necessary to plan and execute policies for industrial and commercial development. In the past, participation of nationals in the management and operation of industrial enterprises was virtually non-existent. Both of the ministries responsible for industrial and commercial development together with the executing agencies - the Small Enterprises Development Company and the National Industrial Development Corporation of Swaziland - therefore rely very heavily on technical assistance support. A major part of this support is directed precisely towards the training of nationals in the management and operation of their own enterprises. Government also gives high priority to the introduction of courses in commercial and management subjects at educational and vocational training institutes.

For the next few years, heavy reliance will necessarily continue to be placed on technical assistance sources for the managerial and technical expertise needed to implement the programmes for development of both large-scale and small-scale industry. Besides the services of individual experts, external resources will be needed to carry out feasibility studies of potential industries with high domestic linkages.

Mining

Known mineral resources include iron ore, asbestos, coal, pyrophyllite, barytes, quarry stone and kaolin.

However, only iron ore and asbestos are produced in large quantities; coal production is third in importance.

In the recent past, the mining sector has provided about one seventh of gross domestic product. The gross value of mineral production during 1970 rose to a total of R19.9 million. In 1971, the sector employed about 2900 persons or about 5 per cent of total paid employment. The mining sector is the second largest export sector, accounting in 1971 for about 33 per cent of total exports.

Since April 1967, all mineral resources and mineral rights have been vested in the King in trust for the Swazi Nation, and all mineral concessions and prospecting and exploration rights are granted by a Minerals Committee of the Swazi National Council. There are at present some 900 square miles over which concessions have been granted. No new concessions have been granted since 1967.

Asbestos extraction started in 1939 and in the last six years, production has averaged about 40,000 short tons a year. Proven reserves of asbestos are sufficient for another 20 years.

Iron ore mining started operation in 1964, and in 1970, production reached 2.5 million short tons. Under a ten year contract with Japanese steel companies for the period 1964 to 1974, 15 million tons of high grade ore have to be supplied. It was estimated that the reserves were expected to be exhausted by the end of the contract period. However, considerably more ore reserves appear to be available than originally expected and the iron ore company has signed a new contract with Japan to export an additional 5 million tons of fines and 7.5 million tons of medium grade ore. The life of the mine seems now to be assured up to 1980. Two large bodies of lower-grade ore are known to exist but export of this ore would be possible only after beneficiation.

The only coal producer in the country is Swaziland Collieries at Mpaka which produced about 150,000 tons in 1970 to provide coal for the railways and for export. Besides the coal deposits in the Swaziland Collieries concession, lower grade reserves have been recently discovered in neighbouring Swazi Nation Land at Mtendekwa stretching southwards in a 140 Km long belt. The coal deposits may become of major importance to the national economy in the not too distant future. Studies are being undertaken to assess the feasibility of a large thermal power station (1500 MW) in the Lowveld. Reserves for running the power station have already been proved but additional prospecting and exploration are necessary to assess and quantify the reserves on the Swazi Nation Land in order to ascertain the export possibilities for higher grade coal.

Prospects for other minerals will be clearer when the final results of the UNDP financed comprehensive geological and aerial-geophysical survey become available.

The main aims which Government will pursue in regard to mining are as follows:-

i) continuation of long-term intensive geological mapping as a basis for prospecting and mineral exploration in order to identify existing and new mineral resources for future exploitation;

ii) provision of adequate social control over the exploitation of major mineral resources through direct participation and other means in order to maximise the benefit to the Swazi people.

iii) achievement of better coordination between the various sectors involved with minerals so that the most rational and economic exploitation takes place;

iv) promotion of mining ventures leading to the establishment of mineral based industries within the domestic economy;

v) revision of mineral and related regulations, to bring the mining law more into conformity with the development needs of the country.

- Immediate programmes which Government plans to undertake include:

(i) Geological mapping

About two thirds of the country has been geologically mapped in detail. Completion of the mapping of the remainder of the country as a basis of detailed prospecting is regarded as an urgent requirement.

(ii) Coal prospecting and exploration

The coal deposits on the Swaziland Collieries are more than adequate to meet domestic requirements, as well as fuel supply for the envisaged thermal power station. However, because the coal available from the concession is of a higher quality than required for thermal power production, it has been decided to undertake a comprehensive study of the low grade coal fields on Swazi Nation land covering the whole 140 Km belt. The exploration of Swazi Nation Land will seek to determine the sub-areas which promise the greatest amount of coal reserves, the quantity and quality of coal, and the problems of exploitation.

(iii) Geochemical exploration

Considerable possibilities exist for the discovery of new deposits of ores and minerals. Three years' intensive prospecting over the central third of the country (roughly the middleveld) is required to complete a systematic prospecting search.

Staff Requirements

The Department of Mines and Geological Surveys relies mainly on expatriates for its professional and technical staff, and major mineral exploration surveys are

carried out either with technical assistance or by private mining companies. Reliance on external expertise will continue for some time. Additional individual expertise will be required to carry out the further work of the Department. External assistance will also be required to undertake the coal exploration study.

Tourism

Hotels and restaurants provided employment in 1971 for about 1300, or about 2 per cent of total paid employment. Though small, the tourist industry has recently been growing rapidly: over the last two years, the number of tourists has risen by about 35 per cent. It is estimated that, over the Plan period, the number of tourists may grow by up to 20 per cent per annum. By the end of the Plan period, the total number of tourists may amount to 170,000 and the number of bed-nights to 534,000. If expected investment in tourist accommodation materialises, the average occupancy rate would be about 52 per cent.

At present, the tourist industry is largely concentrated in one small area of the country where a casino is located. Much of Swaziland, however, has great scenic beauty and there are clear possibilities for development of other tourist areas. Moreover, most tourists presently come by road from South Africa, belong to relatively high-income groups, and visit Swaziland for short stays of two or three days. The industry is thus small, specialised, and highly localised at present, and there is need to encourage its diversification as well as its expansion.

It is only recently that Government has begun to assume an active role in the development of the tourist industry. A Tourist Advisory Committee has been established which comprises both Government officials and representatives of the tourist industry; and a small tourist office has been set up within Government which is staffed by two officers made available under technical assistance programmes. Because of the recency of the industry,

plans and measures for promoting its orderly development in the future are still in the process of formulation. A comprehensive study of the industry to appraise the pattern which future development should take and to identify requisite legislative, organisational and financial measures for implementing planned development is envisaged; and a request for technical assistance to carry out the study has been submitted.

The formulation of plans and measures for the tourist industry will be directed towards achievement of the following aims:

i) rapid development of the industry to generate more employment and income within the country;

ii) controlled development of the industry to prevent undue concentration and despoilation, and to promote geographical dispersion;

iii) diversification of tourist attractions and sources of supply to broaden the tourist market;

iv) maximisation of the participation of nationals in the industry through training programmes and, where desirable, through the promotion of joint ventures.

Some increase in technical assistance requirements over the plan period is envisaged. The full extent of these requirements, however, will become clearer once the overall survey of the industry has been completed.

External Trade

Swaziland has been part of a Customs Union with South Africa, Botswana and Lesotho for over sixty years. The Customs Union allows for the duty free movement of goods between countries, and there are few other restrictions on the flow of goods. There is a common external tariff and all sales and excise duties are identical in the four countries; these are largely collected

by the South African authorities. However, Swaziland administers its own import and export licensing system.

Swaziland does not have a fully developed Customs administration. There is no direct check on the entry of goods across the border points with South Africa. Customs facilities exist only at the border posts with Mozambique and the main airport.

Along with other Commonwealth developing countries, Swaziland has been offered associate membership of the European Economic Community. This offer is under consideration, and the assistance of advice from technical assistance sources has been sought. Future development of the customs administration in Swaziland will depend, to an appreciable degree, on the outcome of the negotiations with EEC.

SOCIAL SERVICES

Education and Training

Primary and Secondary Schools

The school system as a whole has expanded very rapidly in recent years as the following figures indicate:-

	Primary		Secondary	
	1961	1971	1961	1971
Enrolment	37,640	71,455	1,921	9,001
Schools	305	366	24	54
Teachers	1,060	1,895	111	448

Thus enrolments have increased by 7 per cent per annum and 17 per cent per annum at primary and secondary levels respectively over the period 1961-71, and this can be considered very satisfactory. However, new problems are rapidly emerging, partly as a result of this expansion and partly due to other factors.

The most fundamental problem is the evidence that outputs from the school system, particularly at the lower levels, will increasingly be in excess of wage employment opportunities in the coming years. If wage employment grows by 5 per cent per annum, which is a very optimistic estimate, this would create an additional 2,500 jobs per annum. But over 8,000 young people with various degrees of schooling will be competing for these jobs. Of these, over 6,000 are not likely to have had any secondary schooling. For most of these young people the only possible source of gainful employment will be in the rural areas and this will involve self-employment in agriculture or allied rural crafts.

Government recognises that the present curricula at both primary and secondary level are poorly related to the needs dictated by this situation. Since most primary leavers will have to move straight into self-employment in rural livelihoods the primary curriculum should be oriented

to local realities and needs. At secondary level, it is also true that only a small proportion of entrants into Form I will eventually progress to the kind of University course for which the traditional academic type of education fits them; and much greater emphasis therefore needs to be given to training in practical subjects in the agricultural, technical, commercial and home economics fields.

Another related problem, which has been accentuated by the rapid growth of the school system, is the inadequate training of many teachers, particularly at primary school level. This is a factor which contributes to the high rates of drop-out and repetition. Government has drawn up plans for a continuing programme of in-service training of primary school teachers to raise teaching standards and this programme will shortly be started with assistance from the UNDP and UNICEF.

A third more specific, but nonetheless important, problem is the shortage of secondary school pupils with adequate training in mathematics and sciences. This greatly limits the number of young people who are going forward for further training in the scientific and technical fields. This shortage is not only impeding progress in the localisation of scientific of technical posts but is a major contraint on the expansion of most development programmes.

These are the main problems which face the country in school education. While maintaining the expansion of the school system, the policy of Government over the plan period will therefore be directed towards the reorientation of school education and the improvement of its quality in order to overcome these problems. The main aims of policy will be:

i) to provide as much basic education as can be afforded, with the ultimate long-term objective of universal primary education.

ii) to reform the primary school curriculum in order to enable school-leavers to move more easily into rural employment.

iii) to make secondary education available to all students who achieve the required entry qualifications.

iv) to reorient secondary education, particularly through the introduction of technical and agricultural streams, in order to meet the manpower requirements of the public and private sectors.

v) to improve the quality of teaching at both primary and secondary levels.

In accordance with these aims, the main development programmes to be executed over the plan period will be:

Expansion of the school system:

At the primary level, facilities will be expanded as rapidly as resources permit. Government expects that physical resources for the expansion of education at this level will be largely made available through community self-help schemes.

At the secondary level, facilities will be expanded as necessitated by the demand for places by qualified students. At the same time, efforts will be made to improve the utilisation of resources by reducing the high incidence of repetition and drop-out and by rationalising the use of buildings and staff.

Curriculum reform:

At the primary level, a new curriculum will be developed more appropriate to a situation in which most primary school leavers will have to earn their livelihoods in the rural areas.

At the secondary level, curriculum reform will be directed towards elimination of the non-technological bias both through the introduction of technical and agricultural subjects into the curriculum, and through syllabus development, especially in the fields of science and mathematics. Further, appropriate selection

procedures will be developed to ensure that opportunities of progress in secondary education are open to all with the necessary ability.

Improvement in quality of education:

At the primary level improvement in teaching standards will be sought through a continuing programme of upgrading of primary school teachers, and through a programme for the development and distribution of educational materials in association with curriculum reform.

At the secondary level, the programme will be directed towards increasing the numbers of citizens being trained as secondary school teachers, particularly in science and mathematics. At the same time, in-service training programmes for secondary school teachers will be expanded.

The professional cadres of the Ministry of Education are well staffed, although there is some need to remove routine administrative burdens from the Inspectorate to enable it to undertake its professional duties more effectively. The creation of the Teaching Service Commission, which has been approved in principle by the Swaziland Government, will go a long way in this direction. At the lower levels the district inspectorate staff, which is responsible for primary education, needs strengthening and further training.

The increasing emphasis being placed on syllabus development and curriculum reform at both primary and secondary levels necessitates some provision of technical assistance to guide and supplement the work of the inspectorate in this field.

The primary teaching service is fully staffed and almost completely localised. At secondary level, however, two-thirds of teaching posts are still held by non-nationals. Outputs from the University and William Pitcher College are adequate in .

number but there is a serious shortage of new maths and science teachers which is unlikely to improve significantly for a number of years. Therefore, reliance on expatriates in these fields will undoubtedly continue and serious attempts will have to be made to maintain the supply of volunteer teachers as most secondary schools are situated away from urban areas and are ill-equipped to use expatriate staff.

Youth Training

A Youth Service was established in 1969. The aim of the Service is to provide pre-vocational training for young people who have been unable to acquire full primary education or to progress to secondary education. The scheme is directed towards the numerous young people who will have to find self-employment in agricultural or related occupations in the rural areas.

At present, the activities of the Service are concentrated in one Youth Training Camp which caters for about 130 youths a year. The Camp provides a ten month course in agriculture, non-agricultural skills, civics and general education. Various other activities are now being developed, including youth clubs at surrounding schools and vacation training for school children.

Government is aware that the present scale of the youth training service is very modest and that the service should be substantially enlarged to reach much larger numbers of young people. Proposals for a programme of expansion are now under consideration.

The present staff of the Youth Service is small and is supplemented by technical assistance from Israel. An appreciably expanded programme would require additional technical assistance, particularly to train local staff in youth leadership.

Adult Literacy

Over the plan period, greater emphasis will also be given to programmes for non-formal education of adults,

particularly in the rural areas; and a major component of these programmes will be an adult literacy compaign.

It is estimated that about 70 per cent of the present adult population is illiterate. The teaching of adult literacy has, in the past, been limited to efforts of one voluntary organisation (the Sebenta National Institute), and its work has been mainly confined to a single urban area. Recently, with the aid of UNESCO, a five year adult literacy programme to cover the whole country has been drawn up. Financial support for recurrent expenditure will be received from Government and aid donors.

Apart from a small core of full-time staff at the Sebenta National Institute, the local staff working on adult literacy are mostly voluntary or part-time workers. These are supplemented by some technical assistance whose continuation will be required.

Industrial and Commercial Training

Swaziland's industrial sector has expanded considerably in recent years and further developments are likely. The Manpower Survey carried out in 1969 demonstrated the need for an increased rate of training in the industrial technician and artisan fields to facilitate both faster economic development and more rapid localisation.

The Swaziland Industrial Training Institute has been rapidly expanded in recent years to meet these needs. Total enrolment will reach 350 in the next few years. Courses are offered at artisan level (motor mechanics, fitting and turning, electrician, building, carpentry and plumbing) and at technician level (electrical, telecommunications, mechanical, motor mechanics and construction). In addition hotel and catering and draughtsmanship courses are run.

The aim over the plan period will be the further development of the Institute to help meet Swaziland's manpower requirements both in numbers and qualifications. In particular, industrial technician and artisan training as well as other types of training to meet specific public and private sector needs will be expanded.

It is foreseen that this will lead to the development of a Polytechnic-type institution catering for all local vocational training in the industrial and commercial fields at sub-degree level.

The teaching staff of the Institute are heavily supplemented by instructors recruited under technical assistance programmes. While the number of Swazi nationals filling teaching posts is expected to increase, additional technical assistance will be required, particularly to initiate new courses.

Higher Education and Training

The University of Botswana, Lesotho and Swaziland was established at Roma, Lesotho in 1964. As a result of the visit of the Academic Planning Mission in 1970 the decision was taken to devolve degree teaching to Campuses in all three countries, and in July 1971 teaching for Part I of the four year degree courses began in Swaziland. A new Part I Centre is being constructed at Kwaluseni with funds granted by the Governments of the United States, Canada and the United Kingdom and this is expected to be completed in 1973. The Centre will offer courses in science, humanities, education and social studies, while agricultural diploma courses are offered at Luyengo where the School of Agriculture is situated. It is hoped to begin degree courses in agriculture in the near future. From 1973, the University will cater for some 250 degree and diploma students in Swaziland.

Health

Swaziland is relatively fortunate in that many tropical diseases are not endemic; the major health problem arises from water-borne diseases and diseases of insanitation, such as bilharzia, gastro-enteritis and tapeworm. These are prevalent throughout Swaziland, but incidence is lower in urban areas, where water and sewerage systems are generally up to international

standards, than in rural areas where such facilities are inadequate or, usually, non-existant.Nutritional levels are improving, but much remains to be done in this field.

The structure of the population is such that the greatest needs for health services are those of the young and the inhabitants of the rural areas, although the needs of rapid urbanisation are likely to become increasingly significant. 47 per cent of the population is below the age of 15, and less than 10 per cent lives in designated urban areas. Further, the population is growing at over 3 per cent per annum, one of the fastest rates in Africa. Therefore, family planning advice will increasingly become an integral part of the basic health services.

The first stage of investment in health services under the 'Post-Independence Development Plan' has mainly involved essential hospital improvements to meet increasing demands from population pressure and rising numbers of referrals. The result of this programme, which has been concentrated at four of the seven Government hospitals, will be acceptable minimum levels of curative services by the beginning of the next Plan period. The next stage of the programme will involve concentration on the development of basic infrastructure necessary for raising the levels of preventive and curative services in the rural areas. Capital aid has already been forthcoming for the construction of health centres and clinics. More such aid will be sought and, in addition, programmes for the development of sanitation and water supplies in the rural areas will be developed.

As a result of development programmes to date, the basic level of health services in Swaziland does not compare unfavourably with other parts of Africa. In 1971 there were 11 hospitals (7 Government) with an overall ration of 3.5 beds per thousand population, and 52 physicians representing 8,100 population per physician. More than three-quarters of the doctors are expatriates but virtually the whole of the nearly 400-strong nursing profession is localised.

There are two urban public health centres, with additional public health services operating from two hospitals. Fifty-seven rural clinics are spread throughout the country but they are ill-distributed and many are in a very inadequate condition.

The age and spatial distribution of the population clearly indicates that improvements in health services should be concentrated on children and in the rural areas. Further, the disease pattern emphasises the importance of environmental sanitation and health education to reduce the incidence of water-borne diseases and diseases of insanitation.

On the basis of an assessment of the current situation, the following priority areas for development during the plan period have been identified:-

a) Improvements in the quality and distribution of basic institutional facilities, especially in the rural areas. When the present hospital improvement programme is complete, expansion of such curative services will be limited for a number of years to permit resources to be concentrated on improving the network of rural clinics, renovating and expanding those which are in poor condition and building new clinics in areas not at present covered. In addition, a number of urban health centres will be built to service clinics in their areas and also to reduce the out-patient burden on hospitals.

b) Expansion of preventive services in the rural areas. Programmes of rural sanitation and water supplies will be developed to reduce the incidence of debilitating diseases. Existing communicable disease control programmes against malaria, bilharzia and tuberculosis, will be maintained and expanded.

c) Development of health education. Existing programmes will be expanded to supplement other

essentially preventive programmes by raising standards of personal hygiene, nutrition and child care. These programmes will also be increasingly geared towards education in family planning.

d) Expansion of training programmes. Existing local and overseas training programmes for health service staff will be developed, particularly for para-medical staff, which are appropriate to Swaziland's needs.

The public health division of the Ministry of Health is inadequately staffed if the major public health programmes projected for the next few years are to be carried out effectively. In addition to the provision of additional technical assistance, considerable training is required of local supporting staff such as health assistants and public health nurses.

Despite difficulties in recruiting expatriate doctors the curative services are comparatively well staffed, and virtually the whole of the nursing profession is localised. Some 30 medical students are under training and although most of these are not due to complete their studies until 1975 or later, localisation should occur rapidly from then onwards.

COMMUNITY SERVICES

Housing

The housing situation for both low-income and middle-income groups is generally unsatisfactory.

It is estimated that approximately 40 per cent of the population in the two main urban areas are living in slum conditions. A recent survey of one major slum area indicated that more than three-quarters of the dwellings were non-durable structures and that some four-fifths had two rooms or less. There was an average of 3.6 persons per dwelling indicating widespread overcrowding. Few dwellings were supplied with water or sewerage facilities and most gave poor protection from the elements.

With the drift from the rural areas to the urban centres, squatter settlements on the periphery of the urban areas are growing faster than the towns themselves and it is estimated that, if present trends continue, more than 50 per cent of the urban population are likely to be living in slum conditions by the end of the Second Plan period.

An acute shortage of housing also confronts middle-income families. Private house construction for rent or sale has been largely limited to meeting the demand of higher income groups. While Government provides housing for civil servants at subsidised rentals, it has not been able to increase the stock of housing in urban areas that was inherited from the colonial administration. With the growth in the civil service, only a minority are now housed by Government.

Adequate programmes to meet the shortage of both low-income and middle-income housing have been severely constrained by lack of financial resources. With the assistance of aid from the United Kingdom, Government has built a modest number of low-income houses and has laid out several small site-and-service schemes with a view to the sale of plots to squatters and other low-

income groups. Government is fully aware, however, that the scale of these activities falls very far short of needs.

For middle-income housing, the problem takes the form of a lack of institutions with the financial resources to provide long-term loans at reasonable interest rates for house purchase. The Swaziland Credit and Savings Bank and the Swaziland Building Society both make loans to middle and high income groups for house purchase; but neither institution has the financial resources to make loans in the volume, or on the terms, required to effect a substantial improvement in the middle-income housing situation. A factor contributing to the shortage of such mortgage finance in Swaziland is the relatively small scale of insurance and pensions funds and the placement of their investments outside the country.

Government gives high priority to the intensification of efforts to alleviate the acute housing shortage, and present housing policy is under active review. The general aims of policy over the next Plan period are clear, and will be as follows:

i) promotion of the growth of home ownership throughout the country;

ii) the assignment of priority to the improvement of housing conditions for low-income families, particularly in the allocation of the financial resources which Government can make available for housing;

iii) the development and strengthening of institutions providing loans for house purchase to low-income and middle-income families.

In programmes for the improvement of housing conditions among low-income families in urban areas, the main thrust will be the introduction and development of aided self-help housing schemes. As experience in other countries has demonstrated, such schemes offer the best hope of improving living

conditions for large numbers of families. Moreover, by enlisting the active participation of families in construction of their own homes, these schemes are not only more economic but also instil a pride in home ownership which is seldom achieved through the provision of public housing.

To cater for the diversity of housing needs among low-income families, other present programmes will also be continued and, so far as financial resources allow, expanded. More sites will be serviced for sale of plots to individual families. Domestic funds have also been set aside in the current capital budget for the construction of a number of modest but complete, housing units on a pilot basis; and, if these prove successful, it is hoped that external aid will be forthcoming to enlarge the the programme.

As an important adjunct to the aided self-help schemes and the programme for construction of completed housing units, a small experimental programme is being launched to carry out investigations into cheaper methods of house construction. The programme will study possibilities for more extensive use of local raw materials and test designs and construction methods suitable for self-help schemes.

To provide loans for house purchase to both low-income and middle-income families, Government is considering the establishment of a National Housing Authority or similar body.

The present staffing position with regard to housing is very weak. Current programmes for low-cost housing and site-and-service schemes are planned by the Ministry of Works, Power and Communications; but there are no staff exclusively responsible for these programmes; nor are there any staff separately responsible for the organisation of aided self-help schemes. An appreciable technical assistance input is therefore envisaged to initiate the expanded programmes that are planned.

Physical Planning

So far physical planning in Swaziland has suffered from the lack of legislative authority to implement plans, the lack of staff and the absence of physical plans.

Physical plans have been drawn up only for Mbabane and Manzini and rough guidelines applied to the Matsapha industrial area. Rapid urban growth particularly squatter development and the growth of the tourist industry, make physical planning a necessity if the natural environment is not to be spoiled.

A Town and Country Planning Bill has been prepared and is being considered by Cabinet. This Bill would replace the Town Planning Proclamation and other legislation dealing with planning matters and control of land use. A Central Town and Country Planning Authority would be established which would be empowered to declare planning areas and to establish local planning committees where necessary. The intention would be to ensure that local, regional and national plans fit into an overall comprehensive scheme and that haphazard spontaneous development is prevented.

A major study of the Mbabane-Manzini region - which is the main, industrial, commercial and tourist area - is to be undertaken by Consultants financed by Danish aid funds. It will draw up a physical plan for the entire area and smaller sub-plans for particular areas within it. Aerial photography and mapping of the area is being carried out and this will provide basic material for the consultants.

The general aim of physical planning is to ensure adequate control over the physical development of urban and rural areas. Coordination of building and infrastructure projects through the Physical Planning Office is essential to encourage orderly and rational development.

The Physical Planning Office presently relies on the services of only one professional officer supplied

under technical assistance. The Office needs strengthening, and for the immediate future, this can be realised only through obtaining of additional technical assistance experts.

Community Development

The function of the Community Development Department is to encourage the active participation of local communities in development projects and activities. The Department is, however, very small, has few trained community development officers and has accordingly been unable to undertake continuing community development ork with individual communities. In the main, the Department has concentrated its efforts on meeting requests from local communities for assistance in carrying out specific self-help projects.

The assistance provided by the Department has been for various kinds of self-help projects. In 1970/71, for instance, the Department handles 178 self-help projects whose composition was as follows:

Water supplies	71
Public Health	38
Socio-economic	29
Roads	10
Education	30

For the future, it is the intention of Government to formulate a more deliberate and comprehensive programme of community development. The general aim will be to reshape community development services as part of an integrated rural development policy to be executed jointly by the several Ministries working in the rural areas.

The recently established Rural Development Committee provides the machinery at the centre for effecting coordination among Ministries in their rural development programmes. Future efforts will be directed to developing closer working relations both among the field staff of Ministries at the level of local communities, and between these staff and the local communities

themselves. A major task of the Community Development Department will be to assist both technical Ministries and local communities in enhancing the participation of the latter in development programmes.

The present community development staff is inadequate to provide continuing community development support to individual communities generally, and some concentration of effort is inescapable. Few of the staff are, moreover, sufficiently trained. The Department gives high priority to the intensification of its training activities, not only for its own staff but also for the field staff of other ministries working with local communities. It is expected that present technical assistance support of the Department will have to be continued for some time.

Social Welfare

There is at present one Assistant Social Welfare Officer in each district working under the supervision of the District Commissioner and responsible to a Social Welfare Officer in the Ministry of Local Administration.

The Social Welfare Department works closely with voluntary organisations in the social field many of which receive subventions from Government. Priority is given to work among the young and the handicapped, and it is hoped to expand the facilities for proper rehabilitation of the physically handicapped. The law relating to children is, at present, fragmentory and gives inadequate protection to the child. Steps are being taken to prepare a unified Child Act. In addition, it is hoped that in the near future a probation service for juveniles will be established. A Principal Social Welfare Officer, recruited under technical assistance is due to arrive shortly and further assistance on vocational rehabilitation will be requested at a later date.

Broadcasting and Information

The Broadcasting Service has slowly expanded since its inception in 1966. Programmes are broadcast for 9½ hours a day during the week and 15½ hours during weekends

and public holidays. There is a separate section in the department dealing with educational broadcasting, which produces programmes of a general educational nature. These are broadcast for four and a half hours in the morning and afternoon during the three school terms in the year. Programmes are broadcast on both medium wave and VHF frequencies. However, the coverage of the country is by no means satisfactory and reception in many areas is poor.

The Information Service too has expanded considerably and has photographic and lithographic facilities in order to mount publicity campaigns. It produces a daily newsheet and publishes the siSwati newspaper in siSwati.

In broadcasting, the primary objective is to achieve good reception throughout the whole country; and alternate ways of achieving this are being studied. The emphasis in programme planning will be on educational broadcasting as well as on re-inforcing Government's developmental effort in other fields such as agriculture, health and literacy. Government is drawing up development plan for the broadcasting service including programme planning, reception and transmission development and staffing. It will incorporate plans for agricultural and educational broadcasting in particular.

There is similarly need to strengthen the Information Service in order to collect and disseminate more news, particularly about developments in Swaziland, both for internal and external consumption.

The broadcasting and information services are largely staffed by nationals though these are supported by a few technical assistance experts. No substantial change in technical assistance requirements is envisaged.

Library Service

The National Library Service was established in 1971. It is at present operating a library built with British Council grant funds in Manzini and a mobile library. The Director, the library building and the

initial book stock were all provided by the British Council.

The long term plan of the National Library is to provide the following services:-

i) Public Library Service - organised from the headquarters through regional branches in Manzini and Mbabane and via book mobiles, branches and book centres to the rest of the country.

ii) Schools library service - to be set up in cooperation with the Ministry of Education.

iii) Government and Specialist Libraries.

ECONOMIC INFRASTRUCTURE

Water Resources

i) Major Water Resources Development

Since the mid nineteen fifties Swaziland's substantial run-of-river water resources have become heavily utilized, while no major storage has been established. More than 70,000 acres are now under irrigation, and both domestic and industrial demand have also grown rapidly.

The country is drained by five major rivers - the Lomati, Komati, Mbuluzi, Usutu and Ngwavuma - all of which flow into the Indian Ocean. The Mbuluzi and Ngwavuma have their headwaters in Swaziland while the other three rivers rise in the Republic of South Africa. The International nature of water resources raises complications in plans for their development, and both bipartite and tripartite talks have been held since 1966 with a view to reaching an international agreement on the future development of rivers of common interest.

A UNDP/FAO study of the Lomati, Komati, Mbuluzi and Usutu basins has confirmed that the accrual of water within Swaziland should be sufficient to meet the country's foreseable requirements but that little further development could take place from run-of-river. A long-term programme of storage provision is thus required, and a start will have to be made on a first phase within the next plan period.

The UNDP/FAO study elaborated plans for the development of an irrigated settlement scheme at Mapobeni on the Usutu river. This proposed the two - stage development of 15,000 acres for settling smallholders. Work has recently begun on drawing up a phased programme of small water-storage development for the Usutu Basin on the basis of sites identified by the UNDP/FAO project, partly to meet the requirements of the Mapobeni scheme.

A second scheme which has been investigated with the aid of technical assistance from the United Kingdom

is a multi-purpose project on the Black Mbuluzi River involving a large storage dam at Mkombane. This could supply water for irrigation (first phase 25,000 acres, maximum 50,000 acres), for cooling of a large thermal power station under investigation, and for urban and irrigation purpose in Mozambique. If plans for these potential uses of water can be decided upon in the near future, implementation of a major water storage project on the Umbuluzi river could begin within the Plan period.

Further development along the Komati river which at present supplies the northern sugar-growing area, will require major storage, but is likely to be of lower priority than the development of storage in the Mbuluzi and Usutu basins. Little development is anticipated on the Lomati river.

Preliminary work has been carried out to identify the water resources and storage requirements of the Ngwavuma Basin which was not covered in the UNDP/FAO study; and a more detailed pre-investment study is now envisaged.

The general aims of policy for the development of water storage are:

i) to protect supplies to present users;
ii) to provide additional supplies for feasible schemes of irrigated agriculture; and
iii) to meet the rising urban and industrial demand for water.

Such development will be financed, to the maximum possible extent through the introduction of economic water charges. In addition, the control of water use, which has already been established on the Usutu and Mbuluzi rivers, will be extended to the other major rivers.

ii) Urban Water and Sewerage

The pace of urban development is such that major additional expenditure on water and sewerage systems is necessitated. During the next five years an investment programme of R5 million is anticipated in the urban areas of Mbabane and Manzini including the industrial

area of Matsapa and its adjacent squatter area of Kwaluseni and also in the small towns. Already the first stages of the programme have been implimented. In 1971/2 in Manzini the waterworks was expanded, a new R3 million gallon reservoir was constructed and sewerage reticulation extended. In Mbabane work started on the construction of a new waterworks and additional sewerage reticulation. In 1972/3 stage I of a new water supply scheme for Piggs Peak will be implimented.

It is difficult to assess the financial viability of water and sewerage projects at present levels of tariffs, due to the fact that all revenue and expenditure is paid to and from the General Revenue Account. A study, being carried out with technical assistance from the United Kingdom is under way, to assess the investment necessary in the foreseeable future in urban w ter and sewerage and to make recommendations on the institutional and financial arrangements required by this investment and tariff levels required to run the system on an economic basis. In order that shortage of funds should not become a major constraint upon the rate of development the expenditure must be carefully phased to concentrate on high priority needs in accordance with the availability of capital funds.

iii) Rural Water Supplies and Sanitation

Government gives high priority to the provision of clean water supplies and adequate sanitary facilities in the rural areas both to improve rural amenities and to combat disease.

Various schemes have been initiated to make clean water supplies more widely available. The Ministry of Agriculture's Soil Conservation Section has constructed over 200 small and medium-sized dams during the last eight years primarily to provide water for livestock but also for small irrigation schemes. More recently, these dams have also been used to provide water for domestic consumption. In addition, community development self-help schemes, sponsored jointly by the

Ministries of Local Administration and Health, have recently involved spring-protection, pipeline installation, and the construction of under-ground water-catchment tanks. Under the auspices of the newly reactivated Water Resources Development Committee, a coordinated approach to the problem of supplying water to rural communities is now being sought. In the immediate future, priority will be given to developing domestic supplies from existing dams and perennial streams primarily in response to demands from individual communities. As soon as possible, however, a long-term programme for the systematic provision of rural water supplies throughout the country will be prepared.

The problem of improving rural sanitation, which could do much to raise health standards, has not so far been systematically tackled. A programme of action, for implementation over the Plan period, is now under consideration.

Staff Requirements

For the operation of present water and sewerage schemes, the regulation of water use, and the supervision of new construction work by private contractors, the present staffing situation is fairly satisfactory. Most of the senior professional and technical staff are provided under technical assistance programmes, and continuation of their services will be necessary.

Additional technical assistance, however, will have to be sought to carry out the study of water resource development in the Ngwavuma basin. Reliance will also have to be placed on external resources for the preparation of detailed engineering studies for major schemes which Government decides to implement. In rural water and sewerage schemes, some external assistance is also envisaged.

Power

Since 1963, the Swaziland Electricity Board(SEB) has been responsible for the generation and transmission of electricity in Swaziland. Present generating capacity of SEB is about 33 MW, while privately owned generating

capacity is about 34.9 MW. SEB has established transmission links with most of main urban areas and centres of industry and irrigated agriculture in the country; and the extension of transmission lines to the remaining urban and industrial areas is now underway. The sources of energy for electrical power generation by both SEB and private concerns are as follows: hydro 22.7 MW; bagasse 12.6 MW; diesel 12.3 MW; coal 10.3 MW; and wood waste 10.0 MW.

The likely growth in demand for electricity in Swaziland is projected at up to 15 per cent per annum over the years to 1980. A link with the grid system of South Africa is under construction, and this will become operational in early 1973. This will raise the total capacity of SEB from 34 MW to 67 MW and will be sufficient to meet the expected growth in demand to 1980.

Swaziland is well endowed with coal and water resources whose development could readily meet increased demand in the future. At present, detailed studies are underway on the feasibility of establishing a major thermal power station which would utilise the extensive, proven coal deposits in the Lowveld. The installed capacity of the station would be 1500 MW which might later be increased to 2000 MW. Most of the electricity generated would be exported to South Africa. The total capital cost of the power station and transmission lines has been estimated to be of the order of R170 million; and the project would provide permanent employment for about 2000 people in the mines and at the station. The first series of studies have been completed and further studies are planned for the near future to resolve more specific issues. (see the section on mining).

At present, SEB is adequately staffed with professional and technical staff, though these are mostly non-nationals. However, if the thermal power station project proved feasible and if financial resources become available for its implementation, a very substantial increase in high-level and middle-level manpower would become necessary. If construc-

tion of the project started in 1974, the station would not become operational until 1979. The main requirements for staff to man the station and associated mines would therefore arise beyond the next plan period. Plans to meet these staff requirements and to determine training programmes would, however, be formulated within the early years of the plan period.

Road Transport

Swaziland has a well developed network of roads. In 1971, there were about 1600 miles of proclaimed roads of which 114 miles were bitumen paved. Because of the small physical size of the country, only about 35 per cent of the land area is more than 5 miles away from a proclaimed main road, and most of this area is served by proclaimed district roads.

A comprehensive economic survey of the road system was completed by a consultant team in early 1972; and this survey includes a recommended programme of investment in roads for a ten year period.

Any major road construction projects will be carried out by contractors under the general supervision of the Roads Branch of the Ministry of Works, Power and Communications. In addition, the Roads Branch operates a District Roads Construction Unit which constructs new, and upgrades existing, local roads in the rural areas. The Unit is implementing a five-year programme for district roads though, because of shortages of staff and equipment, the rate of implementation has fallen behind. For the same reason, the Roads Branch has been experiencing difficulties in carrying out a full maintenance programme on proclaimed roads throughout the country. Steps are now being taken to fill staff vacancies and to make more equipment available for both the district roads and maintenance programmes.

The professional and technical staff of the Roads Branch is sufficient provided all vacancies are filled. However, this presumes that technical assistance will continue to be available for detailed feasibility and design studies.

Road Transportation Board

The Board was established to promote orderly operations and growth of the commercial transportation sector. The Board intends to develop the existing regulatory system, to encourage the amalgamation of operators into larger and more efficient units, and to give advice and training to operators in business methods and vehicle maintenance.

The Board has four established posts at the substantive level, three being filled by citizens and one by a UN/OPAS officer.

Civil Aviation

At present, Swaziland is linked directly by air only with the Republic of South Africa and Mozambique, and it depends on transit facilities in these two countries for connections with the rest of the world. There is no designated national carrier, though Swazi Air, which is owned by a South African company, is a designated carrier. Existing air services are operated by Swazi Air jointly with South African Airways. There is only one airport in the country with a bitumin surface runway; its capacity is limited to short-haul aircraft and it has minimum airport facilities.

As the volume of air traffic will continue to grow, and in view of the desirability of establishing direct air links with other nearby countries, Government is actively reviewing present facilities for air transport. As a first step, Government sought UNDP/ICAO assistance in 1970 to undertake a preliminary survey of civil aviation requirements. This survey recommended more detailed investigation into the possibility of expanding the existing airport or of constructing a new airport; and it indicated possible sites for the latter. In the light of these findings and other recent developments, Government has now decided to carry out a more detailed study of the likely future growth in air traffic in order to make a realistic assessment of aviation infrastructure requirements and of the economic and commercial viability of a national airline operation.

The main objective of policy in civil aviation is to establish direct air links with other countries in southern, central and east Africa. The more specific aims will be:

i) to improve and/or replace the present airport in order to provide the facilities for international air services; and

ii) to establish a national air carrier.

The timing of the implementation of these aims will be determined as part of the detailed study to be undertaken.

The present civil aviation staff is very small, comprising ground staff at the airport and one senior officer dealing with general development issues. Several local officers are under training to fill technical posts at the airport. However, with the expected expansion in civil aviation, some increase in technical assistance requirements can be expected.

Telecommunications

Over the last fifteen years, close to R2 million have been invested in the telecommunications system. Presently, the system operates with two automatic exchanges, located in the two main urban areas, and twenty four manual exchanges spread throughout the rural areas; and a telex system for industry and commerce is currently being developed.

It has been apparent for some time, however, that the existing telecommunications system is inadequate and that further substantial investment is required. The demand for telephone receivers, for example, is currently growing at a rate of 12 per cent per annum. Moreover, the revenue received from charges has not been sufficient to cover operating costs quite apart from earning a return to capital. With finance from British Technical Assistance, Government therefore commissioned consultants to make an overall survey of the financial, organisational, investment and training requirements of the telecommunications system. On the basis of the recommendations of the consultants' report, Government has set the following tasks for implementation over the plan period.

In the first place, the telecommunications system will be made self-financing and, so far as possible, will be operated on commercial lines. To this end, and upward revision of the tariff structure has already been undertaken and introduced. The creation of a separate trading account and the acquisition of financial and accounting staff are other actions needed to fulfill this aim.

Secondly, a detailed investment programme will be worked out and sources of finance will be sought for implementation of the programme over the next five years. In the investment programme, priority will be given to the provision of telecommunications services to the industrial and commercial sectors as against domestic consumers.

The telecommunications Branch relies quite heavily on technical assistance for professional and higher technical staff, and this situation will continue for some years.

Posts

The country is fairly well serviced with postal facilities. Postal traffic is growing at 5 per cent per annum, and planning for future expansion is now necessary. While separate accounts of postal revenue and operating costs are not presently kept, the postal service is probably a net revenue earner. One aim over the plan period will be to introduce separate accounting in order to ensure that the service operates on commercial principles.

The staff of the postal service are almost entirely nationals; and no new technical assistance requirements are envisaged.

Survey Branch

The progress of development in all spheres is resulting in increasing and substantial calls on survey facilities. The small size of Swaziland makes the centralization of surveying facilities necessary in

order to avoid duplication and inefficient use of resources. Most of Government's survey work is presently done in the Survey Branch of Public Works Department. However, due to the rate at which demand for surveying work is increasing and difficulties in recruiting staff, delays in getting survey work done have been experienced.

Steps are now being taken to recruit more staff and to achieve a more efficient use of existing facilities. To this end, creation of a new department within Government to centralize and undertake all Government survey work is under consideration. This would be combined with a new lands office responsible for land registration since land registration is still carried out in South Africa and involves long delays.

When all present vacancies are filled, the present staffing situation will be adequate. Several posts are filled through technical assistance programmes; and the need for this support is likely to continue. Three nationals are under training abroad as surveyors.

Building Branch

The public construction programme exceeds R1.5m a year, a substantial proportion of which is in rural areas. Recent experience has shown that, for work in rural areas, private contractors tend to be costly and that the direct labour organisation, under control of the Public Works Department, must be used.

The restricted capacity of the Building Branch of the PWD to carry out construction activity with its own labour organisation and to process and supervise government construction in general has been one of the severest constraints on the level of capital expenditure. This has been occasioned by the lack of professional skills at Headquarters and of technical and supervisory skills in the field. Over the last year or so, the former constraint has been more noticeable and much architectural work as well as the overall supervision of the direct labour organisation has had to be given to outside consultants. Through increased technical assistance support, the staffing position at Headquarters is now

satisfactory. The second constraint, however, is still present.

The present policy is to maintain a direct labour force to carry out all maintenance work and undertake a substantial proportion of new capital work. However, it is not expected that present construction capacity can be expanded significantly in the near future, and reliance will continue to be placed on private construction firms for implementation of a substantial part of the public investment programme. At the same time, most architectural services will be undertaken by the established staff of the Ministry.

The senior professional and technical staff of the Branch are entirely provided under technical assistance programmes, and the need for this support will continue for some time. Both formal and on-the-job training will, however, be intensified. A training architect and a training officer for construction activities are on the establishment.

GENERAL ADMINISTRATION

Labour

The Department is responsible for the enforcement of labour legislation and advice to Government on labour matters. It is also responsible for job placement by means of an Employment Exchange Service.

There have been no strikes or lockouts in Swaziland since Independence. There have been however, a few incidents of attempted strikes which have all been settled through conciliation.

There was a substantial rise in the number of minor disputes handled in 1971. This is atributable to the establishment of new firms, an increase in the labour force, and new employers unused to Swaziland labour conditions.

The Department's main difficulties are an insufficient staff complement, absence of staff development programmes, and an inadequate employment exchange service.

The Labour Department is mainly staffed by Swazi nationals. Some technical assistance is, however, being received for the drafting of factory legislation. Further technical assistance is envisaged in the future for factory inspection and revision of labour legislation.

Audit

In the past six years, Government's turnover has risen from R58,000,000 to R181,000,000 or over 20% per annum. Thus a fairly steady increase in establishment is necessary to cope satisfactorily with the increased work. The main difficulty has been to find officers of the required ability and training. Because of lack of trained staff, the scrutiny of expenditure to avoid waste, is not carried out with sufficient thoroughness. Suitable personnel with the necessary aptitude for the lower level clerical work are also in very short supply.

Government is expanding its use of the available computer facilities. This may make special demands on the Audit staff and may substantially affect the nature of their work over the next few years. An expert to advise Government on all aspects of the use of data processing equipment has been requested from the United Kingdom.

The Department relies partly on technical assistance staff, and the requirement for external support is likely to continue for some time.

Central Transport Organisation

Over the last two years Government has reorganised and rationalised its vehicles and plant organisation. On the basis of a report by consultants the Central Transport Organisation (CTO) was established to control and maintain Government vehicles. The C.T.O. is being managed, in the first instance, by a consultant firm.

The client Ministries and Departments now pay a charge for use of vehicles which is intended to cover full maintenance and depreciation costs. The age of the fleet has been reduced and the average mileage per vehicle is rising.

The aim of the C.T.O. is to run the Government fleet efficiently. Targets for average vehicle age and utilisation have been set. In addition the system, by charging economic prices, should be self-financing. This pricing policy also limites the demand for transport by Government. The needs are to strengthen and expand the services, particularly by recruitment and training of additional engineering and mechanical staff, and the development of a new central depot for vehicle and heavy plant repair and maintenance.

The Organisation presently relies heavily on non-nationals to fill many of its posts for engineers and mechanics. While local staff are being trained to fill additional posts, the work of the Organisation is simultaneously increasing and technical assistance support will continue to be required for some time.

Local Government

Swaziland has only two main urban areas. Mbabane, the administrative capital, has a population of 18,500 (1971) which is estimated to be growing at about 5% p.a. Included in Mbabane is the squatter area of Msunduza presently with a population of about 6,000 and estimated to be growing at 7% p.a. Manzini is the commercial centre of the country with a population of 21,500 (1971) growing at about 6% p.a.

In addition, there are 13 smaller townships and estate towns with populations ranging from 4,000 to 6,000.

The country is split into four Administrative Districts which are each administered by a District Commissioner Office; these fall under the jurisdiction of the Ministry of Local Administration. Under the Urban Government Act, Mbabane and Manzini became municipalities with partly elected and partly nominated councillors, with full executive powers and administrative personnel, and charged with most of the conventional local authority functions.

Town Boards were established for Siteki, Piggs Peak, Mankayane, Lavumisa, Nhlangano, Hlatikulu and Matsapha, the industrial area adjacent to Manzini. These boards are not elected; their function is to advise the District Commissioner and they have no executive powers.

In determining the form of local Government in Swaziland the following factors are important:-

i) Small size of the country - the size factor may make the structure of local Government as practised in other countries inapplicable. In particular it is undesirable to establish a large number of very small authorities each of which requires professional and technical staff to perform executive functions. The shortage of such qualified people in Swaziland is already causing problems of recruitment at the level of

Central Government and the two urban authorities, and must be considered a major constraint on the formation of local Government in rural areas.

ii) Co-ordination - Given that local authorities will not be able to recruit sufficient staff in order to carry out a full range of executive functions, they will have to rely upon the resources of Government to a considerable extent and therefore the structure of local Government must facilitate co-ordination with Government Departments.

iii) Finance - the taxable capacity of an undeveloped nation, such as Swaziland is extremely limited, especially in the rural areas, so wasteful duplication of capacity must be avoided and it may be more economical to use taxation from rural areas to provide central facilities. For this reason local authorities cannot expect to have the full range of responsibilities in Swaziland that local authorities may have elsewhere. As a general principle, however, local authorities should seek to be financially self supporting.

iv) Co-ordination with National Policies - Local Government should be so structured that it is in a position to help implement National Development Policies as, for example, rural development and regional policy for industrial location. This necessitates close co-ordination and consultation machinery.

Three reports prepared by Consultants have been received in the last year, all of which make recommendations for reform of local authorities in Swaziland. These are: a report on the staffing and financing aspects of local Government in Swaziland; a report on Finance of Local Authorities; and a report on the Establishment of Rural Local Authorities in Swaziland.

These reports are in the process of consideration and important decisions will have to be taken with regard to finance and composition, jurisdiction, powers and structure of Local Authorities in Swaziland.

The staff presently concerned with local government in the Ministry of Local Administration are almost entirely Swazi nationals, though staff in the two town councils are supplemented by a few technical assistance officers. Present technical assistance requirements are expected to decline in time.

Police

The United Kingdom provided a significant amount of capital funds in the early nineteen sixties for the expansion of the Police Force and to improve its level of efficiency. Approximately R1.8 million was spent from 1964 to 1965. A Training College was constructed and a number of Police Stations and a good number of Police houses were built mainly in the rural areas. At present the ratio of policemen to population in Swaziland is approximately one to six hundred. Thus, the position with regard to both infrastructure and manpower is fairly satisfactory to deal with the normal course of events.

The level of police services and expenditure is to some extent determined by the number and kind of laws to be enforced and the emphasis given to them. For this reason three new squads have been established recently. The first is to deal with vice and fraud, the second with traffic and the third with the protection of diplomats.

Further specialised expansion in the scope of services is not envisaged. Howevever general expansion is necessary to keep up with the population increase if the standard of service is not to deteriorate.

Prison Service

Most categories of prison institutions are established in Swaziland. There are institutions for women prisoners, for the criminally lunatic and for young persons. Although

a major men's prison with facilities (including workshops) for short and long term offenders have been constructed in the centre of the country, there are still a number of small uneconomic prisons. The small size of the country means that provision of proper facilities for all categories of prisoners is expensive. The problem is exacerbated by the shortage of funds for capital investment in prison projects; and the inability to finance necessary investment is likely to be the main problem in the future.

It should be noted that the Prison population has fallen by over three hundred to fifteen hundred over the last two years, a drop of over 15%. This is attributed, in part, to a fall in recividism.

As part of its rehabilitation efforts, the Department is in the process of introducing a stage system into its prisons, whereby privileges are related to behaviour and performance in prison. This requires capital expenditure on the provision of facilities, and trained and experienced officers.

The Prisons Service is almost entirely staffed by nationals. There are, however, a few officers provided under technical assistance programmes.

Registrar General

The Registrar General, which was part of the Deputy Prime Minister's Office, has now been moved to the newly created Ministry of Justice. The main functions of the Registrar General are the registration of companies, trade unions, marriages, births and deaths. The registration of births and deaths is particularly important to a developing country like Swaziland where demographic trends are such an important factor in development and economic planning. Enabling legislation has recently been enacted which will require all births and deaths to be registered, but this cannot be put into effect immediately, especially in the rural areas.

A project to introduce an on-going system of registration in the rural areas is under study. It would require some technical assistance support in its establishment.